

**Supporting Statement for Paperwork Reduction Act Submission:
Oral History and Traditional Knowledge-Gathering Within
Togiak National Wildlife Refuge**

Section A. Justification

1. Explain why you need to collect this information. Identify any legal or administrative requirements that necessitate this information collection.

For thousands of years, the residents of rural Alaska have participated in a subsistence way of life. That is, they have customarily and traditionally used wild, renewable, natural resources as the basis of their livelihoods. They have used these resources for direct personal or family consumption as food, shelter, fuel, clothing, tools, and transportation; for making and selling items constructed of inedible byproducts of fish and wildlife resources; and for trading, bartering, and sharing edible and inedible products of these renewable natural resources.

With passage of Title VIII of the Alaska National Interest Lands Conservation Act (16 U.S.C 3101 et seq.) (ANILCA), the subsistence uses of all rural Alaskans were afforded specific protection. Section 812 of ANILCA requires agencies (including the Fish and Wildlife Service) to conduct research on fish, wildlife, and subsistence uses on Federal public lands and to consult with and use the special knowledge of local residents who engage in subsistence activities. The results are to be made available to the State, Regional Advisory Councils, and other appropriate people and organizations.

The proposed project, to gather traditional ecological knowledge relating to persistence and change over time of the fish and wildlife populations and habitats of the area in and around Togiak National Wildlife Refuge (in southwestern Alaska), will help to fulfill that requirement. The attached list of published and unpublished sources demonstrates that considerable research has been carried out in the region. However, much of the information is now becoming dated, and there is a need for current information.

Knowledgeable elders in the area are passing away, taking with them the environmental history of an era. During this time of major environmental change, the proposed project will provide important information about past and present ecosystems.

Section 303 (6)(B) of ANILCA sets forth three major purposes relevant to this justification, for which the Togiak National Wildlife Refuge was established and shall be managed:

- To conserve fish and wildlife populations and habitats in their natural diversity, including, but not limited to, salmonoids, marine birds and mammals, migratory birds, and large mammals (including their restoration to historic levels);

- To fulfill the international treaty obligations of the United States with respect to fish and wildlife and their habitats; and
- To provide, in a manner consistent with purposes set forth in subparagraphs (i) and (ii), the opportunity for continued subsistence uses by local residents (USDI-FWS 1986).

The National Wildlife Refuge System Improvement Act of 1997 (Pub. L. 105-57) amends and builds on the National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. 668dd-668ee, as amended) (Act) to improve the management of the National Wildlife Refuge System. Section 4(a) of the Act (16 U.S.C. 668dd(a)(2)) states, "The mission of the System is to administer a national network of lands and waters for the conservation, management, and where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans." Among other mandates, section 5 specifies that each refuge shall be managed to fulfill the mission of the System, as well as the specific purposes for which that refuge was established, and ensure that the biological integrity, diversity, and environmental health of the System are maintained for the benefit of present and future generations of Americans. To help fulfill the goals of the Act, we are requesting OMB approval of this collection of information.

The Endangered Species Act of 1973, as amended (16 U.S.C. 1531 et seq.) (ESA), provides for the conservation of threatened and endangered species of fish, wildlife, and plants by federal action. Among its provisions, the Act authorizes the determination and listing of endangered and threatened species and the habitat critical to those species. The proposed study may provide information about candidate species, helping refuge managers to satisfy the provisions of the ESA.

The Migratory Bird Treaty Act (16 U.S.C. 703 et seq.) (MBTA) charges the refuge with the management of migratory and non-migratory birds. Management provisions include prohibiting disturbance of nesting colonies and allowing the Secretary of the Interior to establish seasons for the taking of birds and collection of their eggs by indigenous inhabitants of Alaska for their own nutritional and other essential needs. The proposed study will help the refuge fulfill its obligations under the MBTA.

2. Explain how FWS will use the information. If this is not a new collection, explain how FWS has used the information received.

The information collected by this study will be used by cooperators to create a permanent record of the long-term local subsistence activities and the status of natural resources in the area of Togiak National Wildlife Refuge. Individual interviews will be made available in audio and video format. The information will eventually be converted into a searchable database format and be made available for public use. Individuals providing interviews will have copies to show their children, grandchildren, and friends.

Copies can be provided to local communities and public schools in a variety of formats for educational and planning purposes. Regional Native corporations and associations, and State and Federal land managing agencies, will use the information for resource monitoring, planning, and interpretive programs for the public.

3. Does this information collection use automated, electronic, mechanical, or other technological techniques? Provide the reasons for the decision to adopt this means of collection. Describe any consideration you gave to using information technology to reduce burden on the public.

The respondents will provide oral responses to survey questions (guidance for these questions is included at the end of this supporting statement) in a face-to-face interview format. This format is important to the collection of information because of the way we intend to use the information. In the case of each interview, the collection of information involves the use of video recorders and audio recorders, computers, and transcription equipment. Collection by these means will provide the Togiak National Wildlife Refuge with a wide variety of options for preparing the information for agency and public use. Two specific end products being considered are a searchable database using askSam computer software and a multi-media presentation for computers created by the University of Alaska Fairbanks called "Project Jukebox." Both types of media have been created for other regions of the State and currently are being used with great success. Certainly the use of electronic means of recording, transcribing, and disseminating project information is far superior to taking written field notes. Not only is the former faster, more objective, and more complete, a variety of information resources provides far greater opportunity to be creative in producing finished products.

4. Describe efforts to identify duplication. Show why similar information already available cannot be used or modified.

Prior to formally proposing this project, we conducted a thorough review of the existing published and unpublished literature, video tapes, and audio tapes in order to ensure that we would not be duplicating effort. Village councils are working with us to identify Elders and others who were not previously interviewed and to prioritize which Elders should be interviewed first. Previously collected information will be incorporated into this database effort.

5. If the collection will have a significant impact on small entities, such as small businesses, describe methods used to minimize burden on them.

This collection of information does not impact small businesses or other small entities.

6. Describe the consequences to Federal programs or policies if the collection is not conducted or is conducted less frequently, as well as any technical or legal obstacles to reducing burden.

If the collection of information is not conducted, Togiak National Wildlife Refuge and the Fish and Wildlife Service's Subsistence Management Program will be deprived of important subsistence and environmental information with which to run their programs.

7. Explain any special circumstances that require the collection to be conducted in a manner inconsistent with OMB guidelines.

There are no special circumstances that would require this collection to be conducted in a manner inconsistent with OMB guidelines.

8. Cite and provide a copy of the 60-day Federal Register notice that solicited public comments on the information collection prior to this submission. Summarize the public comments received on the 60-day notice, and describe actions taken by FWS in response to those comments. Specifically address comments received on cost and hour burden. Describe your efforts to consult with persons outside of FWS to obtain their views on the availability of data; frequency of collection; clarity of instructions, disclosure, or reporting format; and data elements to be recorded, disclosed, or reported. Consultation should include obtaining their views on the amount of burden to be imposed and ways to minimize the burden. If circumstances prevent this consultation, describe them.

Consultations with people outside the Service have occurred throughout this project development. Personnel from the Alaska Department of Fish and Game (ADFG) Subsistence Division, University of Alaska (UA) Oral History Department, Bristol Bay Native Association, and the Association of Village Council Presidents have been involved in development of the project design and interview format. The database formats to be used in this study have been previously developed and applied by ADFG and UA.

Individual interviewees will be identified through consultations with the Tribal Councils of Quinhagak, Togiak, Manokotak, and Dillingham. Individuals will be consulted about the project purpose and methods.

On September 27, 2002, we published a notice in the Federal Register (67 FR 61151) soliciting public comment on this information collection for 60 days, ending November 26, 2002. We did not receive any comments.

9. Explain any decision to provide a gift or payment to respondents, other than remuneration of contractors and grantees.

We intend to provide a small honorarium of \$300 to each Elder for his or her participation in this information gathering effort. This figure exceeds our estimate of the dollar value of the hour burden to participants, but we believe that the amount of the honorarium is appropriate for the following reasons: (1) This figure is slightly less than honoraria that have been offered by other researchers working in this region on similar types of projects, but it is an amount that our budget will allow; (2) Each honorarium is intended to reimburse, in part, subsistence resources that a participant loses (i.e., cannot gather) while he or she is participating in interviews; and (3) The amount of the honorarium takes into account how extremely expensive it is to purchase commodities from a village market (e.g., one gallon of gasoline is \$3.00, and one gallon of milk is approximately \$6.00).

We do not expect that providing an honorarium to participants will in any way bias the results of this information collection. The project is designed to collect oral history, to tap into a unique and fleeting knowledge base; there are no right, wrong, good, bad, or better answers. The design of the project also offers the participants freedom to impart stories and knowledge of their choosing in consideration of their cultural practices. That is, we intend to conduct the interviews by making open-ended statements for the Elder to respond to, providing supportive comments, and engaging in active listening, rather than using a typical question-and-answer format, because direct questioning of an Elder is considered to be rude. An honorarium is an important element in demonstrating our appreciation to an Elder for relating (and allowing us to record) his or her stories.

10. Describe any assurance of confidentiality provided to respondents and the basis for the assurance in statute, regulation, or policy.

No assurance of confidentiality is being provided. On the contrary, participants are being informed that this project is intended for public use, in the villages, in the schools, and on web sites.

11. Provide justification for any questions of a sensitive nature. Include the reasons why the questions are necessary, the specific uses for the information, the explanation given to respondents, and steps taken to obtain respondents' consent.

There are no questions of a sensitive nature.

12. Provide estimates of the hour burden of the information collection. Include an estimate of the dollar value of the burden hours.

Annual Number of Respondents	Annual Burden Hours Per Respondent (Average)	Total Annual Burden Hours	Dollar Value of Total Annual Burden Hours (@ \$20.00 per hour)
10	5.5	55	\$1,100.00

We estimate that the annual number of respondents will be 10 people. Each interview will be 1.5 hours long. We anticipate a minimum of two and a maximum of five interview periods per respondent. Therefore, the burden for actual interviewing for each respondent will range from 3 to 7.5 hours. For 10 respondents, the burden for interviewing all will range from 30 to 75 hours. We are asking for 55 hours per year for this information collection because we expect the annual burden to fall in the middle of the estimate range for the overall burden for interviewing. At \$20.00 per hour, the estimated dollar value of the 55 total annual burden hours per year is \$1,100.00. (The burden was estimated by basing figures on previous interviewing experiences of Bill Schneider, University of Alaska Fairbanks, and Patricia McClenahan, Fish and Wildlife Service's Office of Subsistence Management.)

13. Provide an estimate for the total annual non-hour dollar cost burden to respondents or recordkeepers. Do not include the cost of burden hours described in items 12 and 14.

There will be no non-hour dollar cost burden on respondents. Respondents will not have to buy any equipment or pay any fees to participate in the interviews.

14. Provide estimates of the annual cost to the Federal Government. Include a description of the method used to estimate cost, which should include quantification of hours, operational expenses, and any other expense that would not have been incurred without this collection of information.

Below, you will find our estimate of the costs to the Federal government that will occur over a two-year period, consisting of travel, per diem, equipment, transcription of interview tapes, and development of several final products, including GIS map database, an electronic searchable database, and web-based access.

Estimates of Annualized Cost to the Federal Government		
<i>First Year Budget</i>		
Togiak National Wildlife Refuge		\$20,000
	Travel, per diem, and respondent's honoraria	\$10,000
	Purchase Equipment (Start-up Costs)	
	Digital/analog audio recorder	\$ 2,000
	Digital video cameras	\$ 4,000
	Extra batteries, misc./tripods/lights	\$ 1,200
	Digital cameras	\$ 1,200
	Voice recognition gear/software	\$ 1,200
	Miscellaneous	\$ 600
Office of Subsistence Management	Travel for project co-principal investigator and software	\$ 3,000
<i>Second Year Proposed Budget and Funding Needs</i>		
Total Estimated Cost (8-12 Respondents/Year)		\$ 50,000
	Travel, per diem, respondent stipend	\$ 10,000
	*Transcription of digital recordings	\$ 14,400
	**Contract with UAF Oral History Department	\$ 1,500
	Miscellaneous	\$ 1,500

*80 hours of recordings @ 10 hours transcription time/hour of recording @ \$18/hr.

**Develop searchable database in Project Jukebox and AskSam formats; review translations and transcriptions for accuracy; develop web based access; digitize map information in ArcView database and themes.

15. Provide the reasons for any program changes or adjustments reported in items 13 or 14 of OMB 83-I.

This is a new collection.

16. For collections whose results will be published, outline the plans for tabulation and publication.

A published written report, per se, is not planned. Instead, funding is being sought to produce and distribute a variety of electronic end products, such as the AskSam searchable database and a video library database called "Project Jukebox."

17. If seeking approval to not display the expiration date for OMB approval of the information collection, explain the reasons that display would be inappropriate.

We do not seek approval to not display the expiration date for OMB approval of the information collection.

18. Explain each exception to the certification statement identified in item 19 of OMB 83-I.

There are no exceptions to the certification statement identified in Item 19.

Section B. Collections of Information Employing Statistical Methods

Statistical methods are not being used.

QUESTIONNAIRE/CHECKLIST
SPECIES LIST

Togiak NWR TEK Study Species Check List.

Species Group or Species

Fish

Salmon

King

Sockeye

Chum

Coho

Pink

Char

Dolly Varden

Harbor / Spotted

Ringed

Ribbon

Bearded

Sea Lions

Whales

Belukha

Gray

Land Mammals

Brown Bear

Black Bear

Porcupine

Tundra Hare

Snowshoe Hare

Furbearers

Beavers

Muskrats

Land Otters

Wolverine

Weasels

Minks

Marten

Lynx

Wolves

Coyote

Red Fox

Parka Squirrels

Ungulates

Moose

Caribou

Reindeer

Misc:

Sheep

Goats

Sheep

Arctic Char

Lake Trout

Resident Freshwater

Arctic Grayling

Rainbow Trout

Northern Pike

Blackfish

Burbot

Whitefish

Round

Humpback

Sculpin

Stickleback

Marine

Herring

Birds

Resident

Ptarmigan

Grouse

Waterfowl

Geese

White fronted

Canada

Brant

Emperor

Snow

Seabirds

Raptors

Others

Cormorants

Magpies

Ravens

Flat - fishes

Cod

Smelt

Capelin

Marine Mammals

Walrus

Seals

Vegetation

Berries

Salmon

Huckle

Blue

Black

Grasses

Firewood

Vegetation types and

changes

spruce

cotton woods

alder

willow

Togiak NWR TEK Interview Questionnaire (checklist)

For each species a respondent has knowledge of that they are willing to share this will serve as a guideline a checklist for initial and follow up interviews.

1	a.	Describe your annual seasonal activities. (From the life stages interview complete a general description of their seasonal subsistence activities - what species they rely on most and when they target them).
	b.	How has this changed over time?
2	a.	Where does [species] occur ? (mapping exercise)
	b.	Special concentrations? (staging, nesting, feeding, haul out, spawning?)
	c.	Have you observed changes over time?
	d.	Are there indicators / predictors that involve this species? (Either this species as an indicator or other things that provide predictions about this species)
3	a.	Where and when does harvest occur ? (mapping/ access / timing)
	b.	Has this changed over time?
4	a.	What methods are used for harvest and processing this species?
	b.	Has this changed over time?
5	a.	Have you observed any changes in this animals behavior or abundance over time?
	b.	Have you observed any changes in response to human harvest methods changes?
	c.	Do you have solutions / recommendations for changes to management strategies or regulations to improve or address increases / decreases observed in this species?
6	a.	With whom do you share your subsistence resources?
	b.	How has this changed over time?
7	a.	How did you pass along your subsistence knowledge & skills to your children / grandchildren or others in the community?
8	a.	When did you first recall that non-residents came to this area to access these resources?
9	a.	What environmental, physical or climatological changes have you observed?
10	a.	What species occur now that didn't before?
	b.	What species used to occur (be plentiful), but are no longer?